



A NEW DAY.

# City of Jacksonville, Florida

*Donna Deegan, Mayor*

Planning and Development Department  
214 N. Hogan St., Suite 300  
Jacksonville, FL 32202  
(904) 630-CITY  
Jacksonville.gov

April 18, 2024

The Honorable Ronald B. Salem, Pharm. D., President  
The Honorable Kevin Carrico, LUZ Chair  
And Members of the City Council  
City Hall  
117 West Duval Street  
Jacksonville, Florida 32202

**RE: Planning Commission Advisory Report**  
**Ordinance No.: 2024-98**                      **Application for: Chaffee Road PUD**

Dear Honorable Council President Salem, Honorable Council Member and LUZ Chairperson Carrico and Honorable Members of the City Council:

Pursuant to the provisions of Section 30.204 and Section 656.129, *Ordinance Code*, the Planning Commission respectfully offers this report for consideration by the Land Use and Zoning Committee.

Planning and Development Department Recommendation:   **Approve with Conditions**

Planning Commission Recommendation:                      **Approve with Conditions**

This rezoning is subject to the following exhibits:

1. **The original legal description dated December 22, 2023.**
2. **The original written description dated January 17, 2024.**
3. **The revised site plan dated April 17, 2024.**

Recommended Planning Commission Conditions to the Ordinance:

Planning Commission conditions:

1. **At the time of Verification of Substantial 1 Compliance, the developer shall submit the following to the Planning and Development Department for review and approval:**
  - (i) **An Airport Notice Zone Acknowledgement pursuant to Section 656.1016, Ordinance Code; and**
  - (i) **An exterior lighting design plan, including a photometrics plan, pole and fixtures schedules pursuant to Section 656.1005.2, subsection B (d)(6),**

**Ordinance Code shall be submitted at the time of Verification of Substantial Compliance for review and approval by the Planning and Development Department and the U.S. Navy.**

- (ii) All sag lenses, drop lenses and convex lenses shall be prohibited. Illumination levels at all property lines shall not exceed one-half (.5) foot candles (“f.c.”). All lighting lamp sources within parking and pedestrian areas shall be metal halide, compact fluorescent or LED.**
- 2. All commercial dumpsters shall be set back at least 200 feet from a residential use or from residentially zoned property.**
- 3. A traffic study shall be provided for review and approval by the Traffic Engineering Division prior to the submittal of the Civil Site Plans. The traffic study shall comply with Section 1.1.11 of the Land Development Procedures Manual (January 2024 edition).**

Planning Department conditions:

- 1. All signs shall comply with Chapter 656, Part 13 of the Zoning Code.**
- 2. At the time of Verification of Substantial 1 Compliance, the developer shall submit the following to the Planning and Development Department for review and approval:**
  - (i) An Airport Notice Zone Acknowledgement pursuant to Section 656.1016, Ordinance Code; and**
  - (ii) An exterior lighting design plan, including a photometrics plan, pole and fixtures schedules pursuant to Section 656.1005.2, subsection B (d)(6), Ordinance Code shall be submitted at the time of Verification of Substantial Compliance for review and approval by the Planning and Development Department and the U.S. Navy.**
  - (iii) All sag lenses, drop lenses and convex lenses shall be prohibited. Illumination levels at all property lines shall not exceed one-half (.5) foot candles (“f.c.”). All lighting lamp sources within parking and pedestrian areas shall be metal halide, compact fluorescent or LED.**
- 3. All commercial dumpsters shall be set back at least 200 feet from a residential use or from residentially zoned property.**
- 4. A traffic study shall be provided for review and approval by the Traffic Engineering Division prior to the submittal of the Civil Site Plans. The traffic study shall comply with Section 1.1.11 of the Land Development Procedures Manual (January 2024 edition).**

Recommended Planning Commission Conditions that can be incorporated into the Written Description: **None**

Planning Commission Commentary: There were no speakers in opposition. The agent indicated they have meet with the DCSD representatives with traffic concerns. DCSD had no further comment. The Commissioners determined the larger signs were appropriate and deleted condition #1.

Planning Commission Vote: **6-0**

|                         |     |
|-------------------------|-----|
| Charles Garrison, Chair | Aye |
| Tina Meskel, Vice Chair | Aye |
| Mark McGowan, Secretary | Aye |
| Lamonte Carter          | Aye |

|               |        |
|---------------|--------|
| Amy Fu        | Absent |
| Julius Harden | Aye    |
| Mon'e Holder  | Absent |
| Ali Marar     | Absent |
| Jack Meeks    | Aye    |

If you have any questions or concerns, please do not hesitate to contact me at your convenience.

Sincerely,



Bruce E. Lewis  
City Planner Supervisor – Current Planning Division  
City of Jacksonville - Planning and Development Department  
214 North Hogan Street, Suite 300  
Jacksonville, FL 32202  
(904) 255-7820  
blewis@coj.net

**REPORT OF THE PLANNING AND DEVELOPMENT DEPARTMENT FOR**  
**APPLICATION FOR REZONING ORDINANCE 2024-98 TO**  
**PLANNED UNIT DEVELOPMENT**

**MARCH 7, 2024**

The Planning and Development Department hereby forwards to the Planning Commission, Land Use and Zoning Committee, and City Council its comments and recommendation regarding Application for Rezoning Ordinance **2024-98** to Planned Unit Development.

***Location:*** 258 Chaffee Road South between Beaver Street West and Interstate 10

***Real Estate Number(s):*** 001850-0000, 001851-0000, 001852-0000,  
001829-0010, 001832-0005, 001846-0040  
001855-0010, 001846-0020, 001847-0000

***Current Zoning District(s):*** Industrial Light (IL)  
Planned Unit Development (PUD 2008-0562-E)

***Proposed Zoning District:*** Planned Unit Development (PUD)

***Current Land Use Category:*** Business Park (BP)  
Light Industrial (LI)

***Planning District:*** Northwest, District 5

***Council District:*** District 12

***Applicant/Agent:*** Blair Knighting  
Kimley Horn & Associates, Inc.  
12740 Gran Bay Parkway, Suite 2350  
Jacksonville Florida 32258

***Owner:*** Brian Echard  
Lugas, LLC  
680 Airport Road  
Fernandina Beach Florida 32034

Chaffee Palms, Inc.  
P.O. Box 511  
Fernandina Beach Florida 32034

***Staff Recommendation:*** **APPROVE WITH CONDITIONS**

### **GENERAL INFORMATION**

Application for Planned Unit Development 2024-98 seeks to rezone approximately 45.02 acres of land from PUD to PUD. The rezoning to PUD is being sought to allow a variety of commercial retail uses, service establishments and an automobile and tractor trailer filling station.

There is a companion application for the right of way closure of Gurtler Road.

The current PUD, (2008-562) allows for commercial retail and service establishments uses consistent with the CCG-1 Zoning District and was approved with the following conditions:

- (a) Development shall proceed in accordance with the Development Services Division Memorandum dated January 14, 2009, or as otherwise approved by the Planning and Development Department.
- (b) At the time of Verification of Substantial 1 Compliance, the developer shall submit the following to the Planning and Development Department for review and approval:
  - (i) An Airport Notice Zone Acknowledgement pursuant to Section 656.1016, Ordinance Code; and
  - (ii) An exterior lighting design plan for each project, including a photometrics plan, pole, and fixtures schedules pursuant to Section 656.1005.2, subsection B (d)(6), Ordinance Code;
- (c) Parcel A2 shall comply with Section 656.1216, Ordinance Code, for buffer standards relating to uncomplimentary land uses and zones for all portions of the common property line along the western boundary. The buffer shall be installed prior to commencement of any construction activity.
- (d) All commercial dumpsters shall be set back at least 200 feet from a residential use or from residentially zoned property.
- (e) As part of Verification of Substantial Compliance review, 18 and prior to 10-set civil engineering approval, the developer shall provide for improvements to the “Reynolds” parcel at 11271 Gurtler Road (RE No. 001855-0000). The improvements shall include the following:
  - (i) Construct and stub out utilities to the parcel; and
  - (ii) Construct adequate retention for up to a 7,500 square foot building and associated parking lot, and provide a drainage easement from the parcel to the retention pond; and
  - (iii) Construct dual driveway cuts, stubbed out with curbing and radii returns for future connection to Gurtler Road.

The Planning & Development Department has reviewed the conditions of the enacted ordinance and recommends Conditions (b) and (d) be carried forward in this PUD.

### **CRITERIA FOR REVIEW**

Pursuant to the provisions of Section 656.125 of the Zoning Code, the Planning and Development Department, Planning Commission and City Council (including the appropriate committee) shall

evaluate and consider the following criteria of an application for rezoning to Planned Unit Development.

***(A) Is the proposed zoning district consistent with the 2045 Comprehensive Plan?***

Yes. The Planning and Development Department finds that the subject property is located in the Business Park (BP) functional land use category as defined by the Future Land Use Map series (FLUMs) contained within the Future Land Use Element (FLUE) adopted as part of the 2045 Comprehensive Plan. BP in the Urban Area is intended to provide compact medium to high intensity office development. Development which includes medium to high density residential uses is preferred for sites located outside of areas identified as an Industrial Sanctuary. Uses should generally be designed in a manner which emphasizes the use of transit, bicycle, and pedestrian mobility, ease of access between neighboring uses, and compatibility with adjacent residential neighborhoods. Light Industrial (LI) is a category which provides for the location of industrial uses that are able to be performed in such a manner as to control the external effects of the process, such as smoke, noise, soot, dirt, vibration, odor, etc. Uses within this category, other than outside storage, shall be conducted within an enclosed building. Site access to roads classified as collector or higher on the Highway Functional Classification Map is preferred. While the BP and LI land use categories do not make provisions specifically for truck refueling and auto laundry uses, they are permitted as principal uses, as both LI and BP allow all public facility and non-residential uses allowed in commercial land use categories. The proposed PUD is for an automobile / tractor trailer filling station including commercial retail and service establishments. Therefore, the proposed rezoning is consistent with the FLUMs adopted as part of the 2045 Comprehensive Plan pursuant to Chapter 650 Comprehensive Planning for Future Development of the Ordinance Code.

***(B) Does the proposed rezoning further the goals, objectives and policies of the 2045 Comprehensive Plan?***

Yes. This proposed rezoning to Planned Unit Development is consistent with the 2045 Comprehensive Plan, and furthers the following goals, objectives and policies contained herein, including:

**Future Land Use Element:**

**Goal 1** To ensure that the character and location of land uses optimize the combined potentials of economic benefit and enjoyment, wellness and protection of natural resources, while minimizing the threat to health, safety and welfare posed by hazards, nuisances, incompatible land uses and environmental degradation.

**Objective 1.1** Ensure that the type, rate, and distribution of growth in the City results in compact and compatible land use patterns, an increasingly efficient urban service delivery system and discourages proliferation of urban sprawl through implementation of regulatory programs, intergovernmental coordination mechanisms, and public/private coordination.

**Policy 1.1.9** Promote the use of Planned Unit Developments (PUD) zoning districts, cluster developments, and other innovative site planning and smart growth techniques in order to allow for appropriate combinations of complementary land uses, densities and intensities consistent with

the underlying land use category or site specific policy, and innovation in site planning and design, subject to the standards of this element and all applicable local, regional, State and federal regulations. These techniques should consider the following criteria in determining uses, densities, intensities, and site design:

- Potential for the development of blighting or other negative influences on abutting properties
- Traffic Impacts
- Site Access
- Configuration and orientation of the property
- Bulk and scale of development
- Site layout

**Policy 2.6.15** In cooperation with the US Military and to preserve the utility of the field for simulated night carrier landings or related missions, the City has designated, through the land development regulations, a lighting regulation zone around Outlying Field (OLF) Whitehouse, requiring that all artificial lighting equipment have positive optical control so that no light is emitted above the horizontal plane. The United States Military has requested this special designation for OLF Whitehouse because of its special fleet carrier landing practice mission.

This site is in the Lighting Regulation Zone for OLF Whitehouse. In accordance with 656.1005.2(d)(6), all artificial lighting equipment, including but not limited to flood lights and search lights, whether temporary or permanent installations, shall have positive optical controls so that no light is emitted above the horizontal plane. No building permit shall be granted in this zone unless this requirement has been met. **Staff is recommending a lighting design plan be submitted for review and approval to ensure compliance with the Part 10 regulations.**

***(C) Does the proposed rezoning conflict with any portion of the City's land use Regulations?***

Yes. The written description and the site plan of the intended plan of development, request signs that are 240% taller (120 feet) and 133% larger (400 square feet) than the Code allows. The remainder of the application meets all portions of the City's land use regulations.

Pursuant to the provisions of Section 656.341(d) of the Zoning Code, the Planning and Development Department, Planning Commission and City Council (including the appropriate committee) shall evaluate and consider the following criteria for rezoning to Planned Unit Development district:

***(1) Consistency with the 2045 Comprehensive Plan***

In accordance with Section 656.129 Advisory recommendation on amendment of Zoning Code or rezoning of land of the Zoning Code, the subject property is within the following functional land use categories as identified in the Future Land Use Map series (FLUMs): Business Park. The Planning and Development Department finds that the proposed PUD is consistent with the 2045 Comprehensive Plan, as evaluated in Criteria (B).

***(2) Consistency with the Concurrency Mobility and Management System***

Pursuant to the provisions of Chapter 655 Concurrency and Mobility Management System of the Ordinance Code, the development will be required to comply with all appropriate requirements of the Concurrency and Mobility Management System (CMMSO) prior to development approvals.

***(3) Allocation of residential land use***

This proposed Planned Unit Development intends to utilize lands for commercial retail, service establishments, automobile/tractor trailer filling station. This proposed development will not exceed the projected holding capacity reflected in Table L-20, Land Use Acreage Allocation Analysis for 2045 Comprehensive Plan's Future Land Use Element, contained within the Future Land Use Element (FLUE) of the 2045 Comprehensive Plan.

***(4) Internal compatibility***

This proposed PUD is consistent with the internal compatibility factors. An evaluation of the internal compatibility of a proposed Planned Unit Development shall be based on the following factors:

- The use of existing and proposed landscaping: The Written Description indicates the PUD will comply with Part 12 Landscape Regulation in the Zoning Code.
- Traffic and pedestrian circulation patterns: The property will be accessed from Chaffee Road. Internal traffic circulation will consist of walks along the main driveway lined with parking. Approval of access and other design elements of the roadway system are subject to the approval of the Development Services Division.
- The separation and buffering of vehicular use areas and sections of vehicular use areas: The site plan shows fueling pumps for automobiles are in the front along Chaffee Road, while the fueling pumps for semi-tractors are behind the building. This limits the traffic conflicts between the semi-tractors and automobiles.

***(5) External Compatibility***

Based on the written description of the intended plan of development and site plan, the Planning and Development Department finds that external compatibility is achieved by the following:

- The type, number and location of surrounding external uses: The surrounding area is a mix of rural land and emerging single family subdivisions and limited commercial use development. The property is bounded across Chaffee Road by Whitehouse Elementary School, single-family dwellings and a church. Single family uses are to the north, and I-10 and FDOT property to the south. Scaled limited retail, service and commercial uses would be appropriate in this location given its position between US 90 (Beaver Street) and



I-10; with similar retail, service and commercial uses being located up and down Chaffee Road.

- The Comprehensive Plan and existing zoning on surrounding lands: The adjacent uses, zoning and land use categories are as follows:

| Adjacent Property | Land Use Category | Zoning District | Current Use                      |
|-------------------|-------------------|-----------------|----------------------------------|
| North             | CGC               | CCG-2           | Circle K Filling Station         |
| South             | MDR               | RMD-MH          | Crystal Springs mobile home park |
| East              | LDR               | PBF-1           | Whitehouse Elementary School     |
|                   | CGC               | RLD-60          |                                  |
|                   | LI                | IBP / IL        |                                  |
| West              | LI                | IL              | Undeveloped                      |

- Any other factor deemed relevant to the privacy, safety, preservation, protection or welfare of lands surrounding the proposed PUD which includes any existing or planned use of such lands: The parcel is in the 150 foot Height & Hazard Zone, Notice Zone and Lighting Regulation Zone of OLF Whitehouse Navy Base. The development must comply with Chapter 656, Part 10 of the Zoning Code. **Staff is recommending a lighting design plan be submitted for review and approval to ensure compliance with the Part 10 regulations.**

The Written Description includes sign regulations that far exceed what is allowed in the Zoning Code. There is a request for a 120 foot high, 400 square foot sign on Interstate I-10. The tallest sign allowed in the code is 50 feet and 300 square feet in area. This proposed sign is 240% taller and 133% larger than what is allowed. There is the possibility that an illuminated sign 120 feet high may interfere with the Navy’s flight operations at OLF Whitehouse. **Staff is recommending signs comply with Part 13 of the Zoning Code.**

***(6) Intensity of Development***

The proposed development is consistent with the Business Park (BP) functional land use category as a commercial uses. The PUD is appropriate at this location because this development will provide a commercial use that is underserved for the area.

- The access to and suitability of transportation arteries within the proposed PUD and existing external transportation system arteries: The City Traffic Engineer has the following comments: A traffic study shall be provided for review and approval by the Traffic Engineering Division prior to the submittal of the Civil Site Plans. The traffic study shall comply with Section 1.1.11 of the Land Development Procedures Manual (January 2024 edition).

FDOT indicates there is no direct access to a State roadway and there is sufficient capacity.

***(7) Usable open spaces plazas, recreation areas.***

The commercial/industrial use project will not require open space or recreation area.

***(8) Impact on wetlands***

Review of a 2004 Florida Land Use and Cover Classification System map provided by the St. Johns River Water Management District did identify any wetlands on-site. Any development impacting wetlands will be permitted pursuant to local, state and federal permitting requirements. Category II wetlands (1.06 acres) buffer McGirts Creek near the southwestern edge of the property line. The Category II wetlands have an extremely high functional value for water filtration attenuation and flood water capacity, are located within the 100-year AE Flood Zone and have a direct impact on the City's waterways.

The Category III wetlands (23.03 acres) are located within the western half of the property that are associated with the wetland system of McGirts Creek and within three isolated pockets. The Category III wetlands have a high functional value for water filtration attenuation and stormwater capacity. These wetlands are located in the western portion of the property and associated with the AE Flood Zone. The wetlands located in the three isolated pockets have a medium functional value where some are located within the flood zones. All Category III wetlands have an indirect impact on the City's waterways.

According to the site plan, the development will not impact the wetlands on the property.

***(9) Listed species regulations***

No wildlife survey was required as the project is less than the 50-acre threshold.

***(10) Off-street parking including loading and unloading areas.***

The site will be developed in accordance with Part 6 of the Zoning Code.

***(11) Sidewalks, trails, and bikeways***

The project will contain a pedestrian system that meets the 2045 Comprehensive Plan.

### SUPPLEMENTAL INFORMATION

Upon visual inspection of the subject property on February 23, 2024, the required Notice of Public Hearing sign was posted.



### RECOMMENDATION

Based on the foregoing, it is the recommendation of the Planning and Development Department that Application for Rezoning **2024-98** be **APPROVED with the following exhibits:**

1. The original legal description dated December 22, 2023.
2. The original written description dated January 17, 2024.
3. The original site plan dated July 19, 2023.

Based on the foregoing, it is the recommendation of the Planning and Development Department that the application for Rezoning **2024-98** be **APPROVED subject to the following conditions, which may only be changed through a rezoning:**

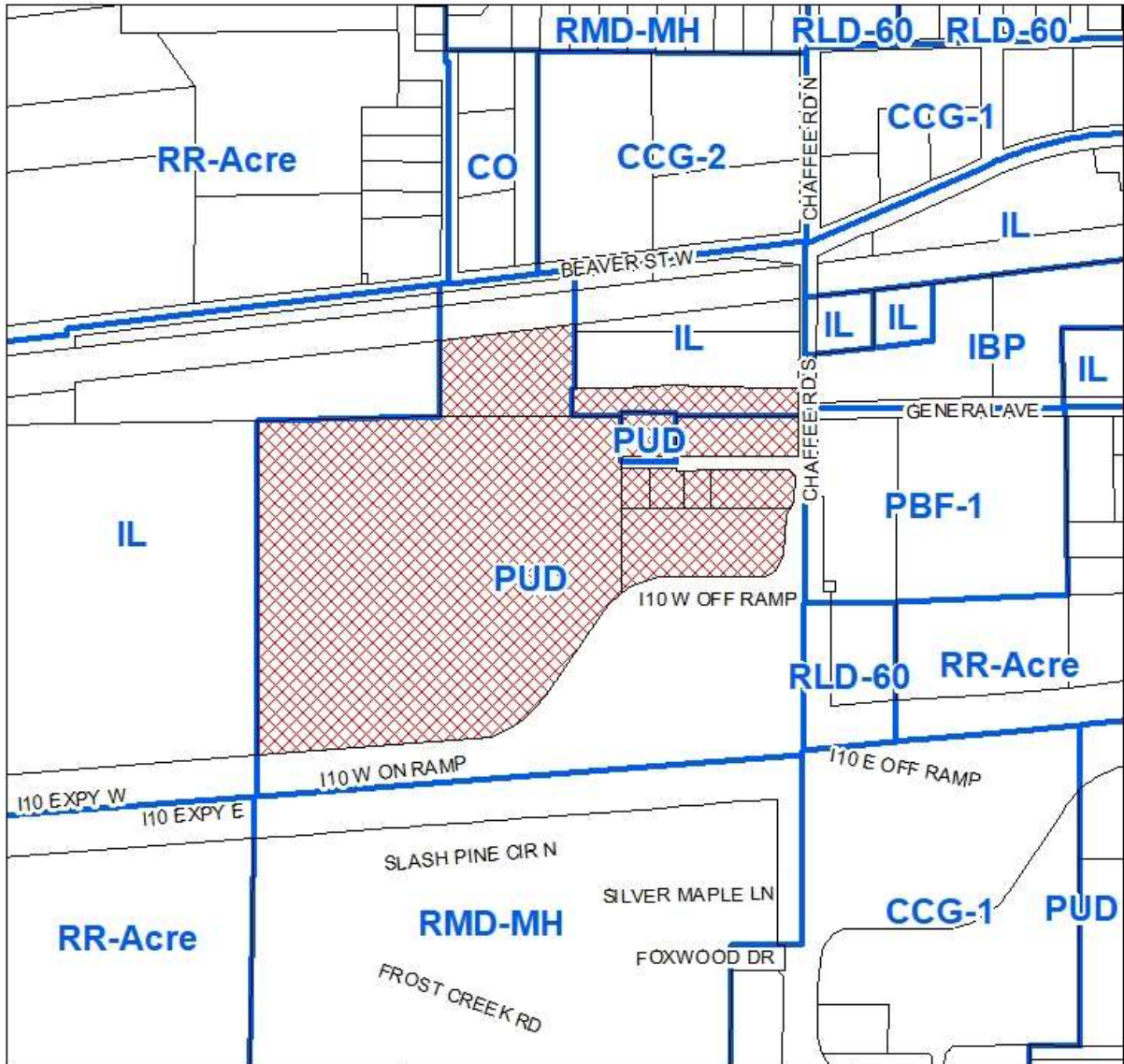
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- (ii) All sag lenses, drop lenses and convex lenses shall be prohibited. Illumination levels at all property lines shall not exceed one-half (.5) foot candles (“f.c.”). All lighting lamp sources within parking and pedestrian areas shall be metal halide, compact fluorescent or LED.
- 3. All commercial dumpsters shall be set back at least 200 feet from a residential use or from residentially zoned property.
- 4. A traffic study shall be provided for review and approval by the Traffic Engineering Division prior to the submittal of the Civil Site Plans. The traffic study shall comply with Section 1.1.11 of the Land Development Procedures Manual (January 2024 edition).

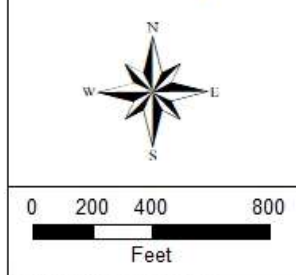
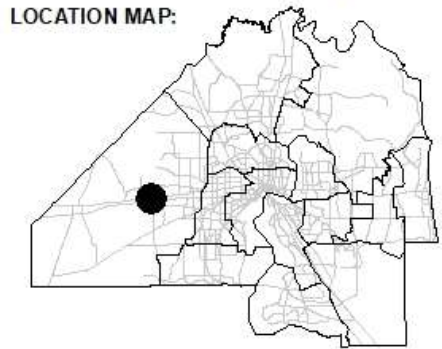


Aerial view of subject site





REQUEST SOUGHT:  
**FROM: IL & PUD**  
**TO: PUD**



COUNCIL DISTRICT:  
**12**

TRACKING NUMBER  
**T-2023-5165**

**EXHIBIT 2**  
**PAGE 1 OF 1**